Transportation Infrastructure Financing Alternatives

Review of Committee's Work & Forming Recommendations

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What is the Problem?

Bottom Line:

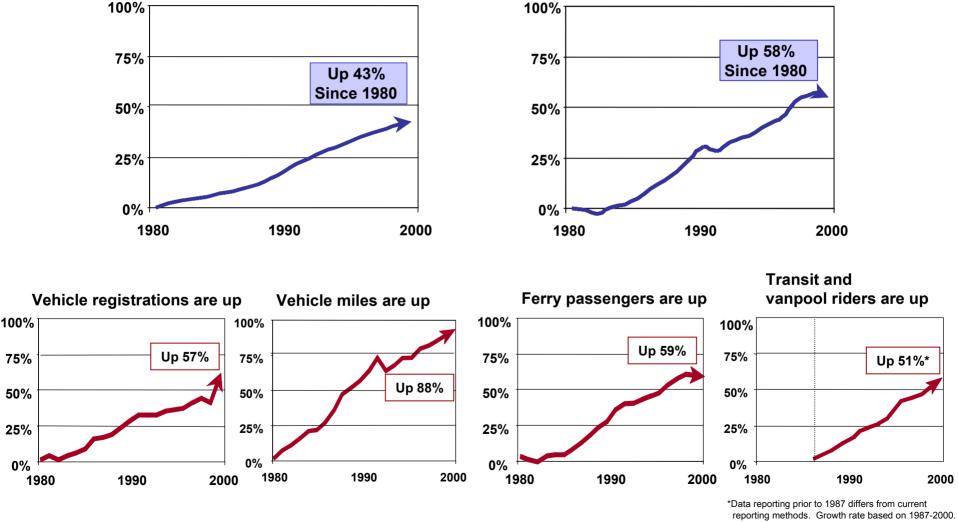
 Washington has a growing gap between transportation investment needs and available transportation funding.

What are the supporting facts?

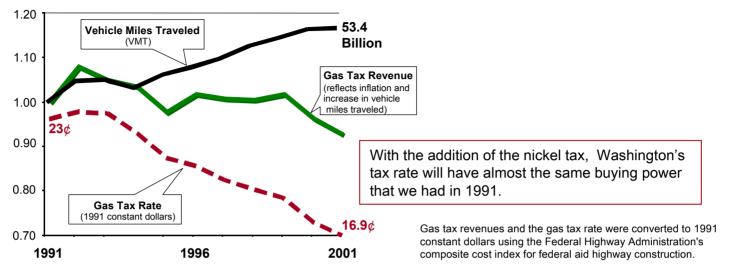
The gap between transportation needs and capital investment is clearly documented.

Jobs are up

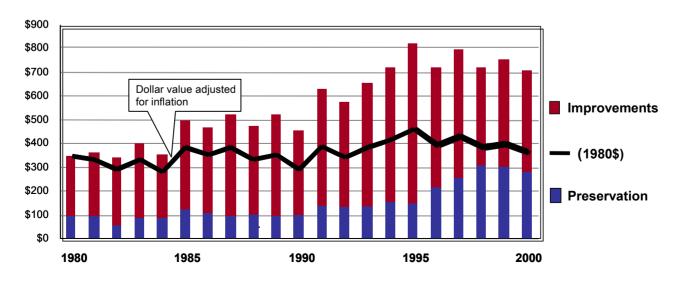
Population is up



But the gas tax has lost value to inflation...until recently



and the state's overall capital investment in transportation has been stagnant.



State Investment Per Person

Since 1995, Washington State capital outlays for highways (including ferries) as reported by USDOT have been in freefall relative to other states.

The 2003 Transportation Funding Package is projected to raise Washington's ranking from 46th in the nation to 35th.

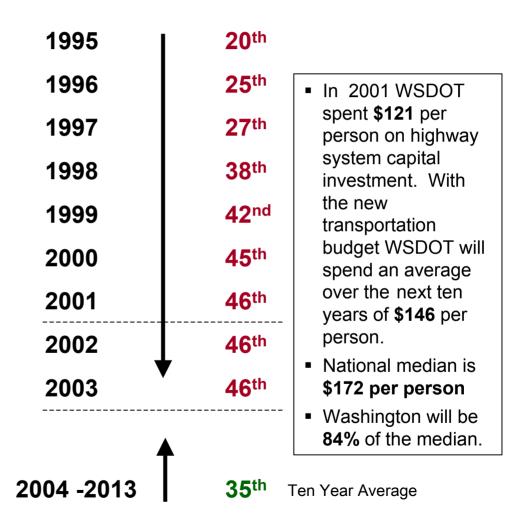
Source:

1995 - 2001 US DOT.

2002-2003 projected data for WSDOT based on current budget.

2004-2013 projected data based on the Washington State Transportation Budget enacted by the Legislature (SSB 5401) (assumes no population or investment level changes in other states. Washington's ranking in any year will depend on actual spending and population)

Tacoma Narrows Bridge not included.



Washington State Experience

- Public Private Initiatives Act
- State Infrastructure Bank
- Dupont Interchange
- Tacoma Narrows Bridge
- Implementation of Tolling
- Seattle Monorail
- Privately Operated Ferries
- New Revenue and Bonding
- WSDOT Funding Over the Next Ten Years
- 2003-05 Bond Appropriations
- Debt Service as a Percent of Gas Tax
- Previous Bond Authorizations
- Regional Transportation Investment District

Public Private Initiatives Act

- Created to test the feasibility of using private sector financing for major transportation capital projects.
- Supported by business, labor, legal and financial experts and unanimously approved by the Legislature.
- Gave WSDOT authority to enter into agreements with private companies for development, financing, construction and operations.
- Capitalized a revolving fund with \$25 million bond authorization.
- Six projects approved by the State Transportation Commission.
- Legislative Amendments:
 - Stopped projects or changed the private role in the deal.
 - Changed the revolving fund to a grant fund.

State Infrastructure Bank

- The SIB was enacted in 1996 by Congress. Washington State created a SIB in 1997.
- \$1.5 million federal funds matched with \$200,000 in state funds
- Issued 3 loans

 Castle Rock 	\$700,000	.5%
Lincoln County	\$1.2 million	.5%
Franklin County	\$475,000	.5%

- Loan payments go to the Motor Vehicle Fund.
- Public or private sector entities are eligible for loans.
- Needs "capitalization" to make further loans (state or federal funds)
- Needs to capture payments from clients so that new loans can be made

Dupont Interchange

- Built in 1994 with 100% private financing. WSDOT oversees construction.
- Private funding allowed WSDOT to be more flexible in processes. The project is complete in 26 months instead of the standard 48 months.
- Weyerhaeuser spent \$19 million, but has not recovered this capital outlay as of 2003.
- Company believes cost sharing by the state would have made the project financing more practical and will be required for future interchange projects that are necessary for land development.

Tacoma Narrows Bridge

- Proposed in 1994 as a 100% privately financed project under PPI Act.
- No state funds required.
- Execution of the partnership is delayed until after a 1998 public advisory vote. State funds environmental, engineering and public involvement activities.
- Agreement to Finance, Develop and Construct executed in 1999 identifies a financing plan involving \$50 million state financing participation and issuance of non recourse debt by a non-profit entity.
- State finances the project in 2002 with state general obligation bond issue.
- Business partnership to oversee construction and operations terminated.
- Construction companies execute design build agreement with WSDOT.

Implementation of Tolling

- Puget Sound Regional Council Value Pricing Study will test the use of GPS and the experience of driver behavior in a value pricing experiment.
- HOT lanes on 167 is a proposal to manage demand in the HOV lane and observe market pricing of the capacity available in the corridor.
- Analyzed tolling for the Alaska Way Viaduct and SR 520 to understand performance and revenue issues.

Seattle Monorail

- Voter approval in 1997 required Seattle to form a public agency - Elevated Transportation Company to privately finance and build project.
- Early feasibility studies indicate that project cannot be 100% privately finance and that public private partnership funding should be used instead.
- 2002 Seattle Popular Monorail Authority created following voter approval of local taxes to pay for capital and subsidize operating expenses.
- This "special purpose entity" is governed by a board who has the authority to issue debt using the tax pledges as a source of repayment.
- The project will be constructed and operated by private companies through agreements that are executed by the Board.

Privately Operated Ferries

- Authorized in 2003 to allow Kitsap transit to create a public benefit district to operate passenger only ferries.
- Allows Kitsap to add up to 4% sales tax if approved by voters to pay for capital and subsidize operating.
- Kitsap plans a public private venture with the private company operating the service.
- Kitsap Transit will provide the capital funding and control the tariffs and service levels.

New Revenue and Bonding

2003 Legislative Session Transportation Results 2003 Funding Package*

Projected Ten-Year Proceeds		
New Funding Restricted to Highway Use (18th Amendment)		
Five Cent Gas Tax Increase	\$1,747	
15% Increase to Weight Fees	118	
Title Fee Transfer to Nickel Account	58	
Total Cash Revenue		\$1,923
Proceeds from Bond Issuance		2,600
Less Debt Service on New Bonds		(950)
Total 18th Amendment Restricte	d Funds	\$3,573 m
New Funding Available for any Transportation Investment		
Sales Tax on Motor Vehicles	\$347	
Plate Retention Fee	35	
Total Cash Revenue		\$382
Proceeds from Bond Issuance		350
Less Debt Service		(132)
Total Multimodal Funds		\$600 m
Total Ten-Year Funds Available		\$4,173 m**

Funding for aviation was also increased by the Legislature. SB 6056 adjusts fees, taxes and penalties for pilots and aircraft resulting in \$1.1 million additional funds each biennium.

Projected Ten-Year Transportation Inves	stments***
Highway Improvement Projects (Including HOV)	\$3,252 m
Highway Preservation Projects	ψ5,252 m 145
Ferry Projects	298
Local Roads Projects	12
Rail Projects	226
Public Transportation Programs and Grants	236
Total Ten-Year Funds Investments	\$4,169 m
* Projected ten-year proceeds are based on March 2003 Transportation Revenue For assumptions. The Legislature did not match proceeds to investments.	ecast Council
** Funds available are shown in nominal dollars, i.e. they represent the tax collections available each year through the ten-year period and have not been adjusted to a base	•
*** Over the ten-year period WSDOT total capital investments are projected to be \$10	billion.

WSDOT Funding Over the Next Ten Years

Projected WSDOT Operating and Capital Budgets and Legislative Ten-Year Financial Plan (as currently projected)*

	Operating	Capital	Total
Pre-existing Funding Sources	\$5.1 b	\$6.2 b	\$11.3 b
New Funding Package	0.3	3.9	4.2
Total Funding	\$5.4 b**	\$10.1 b***	\$15.5 b

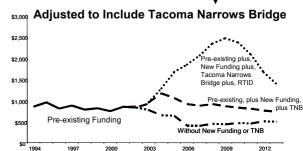
^{*} As displayed in TEIS FUND Balance 'STS0305' including adjustments enacted in SSB 5401.

Overall Level of Capital Investment Continues to Depend on the RTID \$3,000 (in 2003 constant dollars) \$2,500 re-existing plus \$2,000 New Funding, plus RTID* Funding \$1,500 \$1,000 Pre-existing Funding \$500 Without New Funding 1994 1997 2000 2003 2006 2009 2012

* RTID funding is based on "RTID Option 3": 0.5% Sales Tax, \$75 License Fee and 0.2% MVET

RTID amounts assume bonding authorization provided by the Legislature plus additional state bonding yet to be authorized by the Legislature.

The above investment levels exclude the Tacoma Narrows Bridge. The investments levels including the Tacoma Narrows Bridge are shown in the chart to below.



B-10

^{**} In addition, \$22.5 million is authorized for Business and Occupational tax credits for the Commute Trip Reduction Program over the ten-year period.

^{***}The capital program will be partially financed by bond proceeds: R-49 bonds \$805.7 m, Special Category C bonds \$44.0 m, Emergency Emergent bonds \$2.85 million, New Bond Authorization 2003 Transportation Account \$2.6 billion, New Bond Authorization Mulitmodal Account \$349.5m. Of the \$805.7m in R-49 bonds, \$567.0 m will be used for the Tacoma Narrows Bridge

2003-05 Bond Appropriations

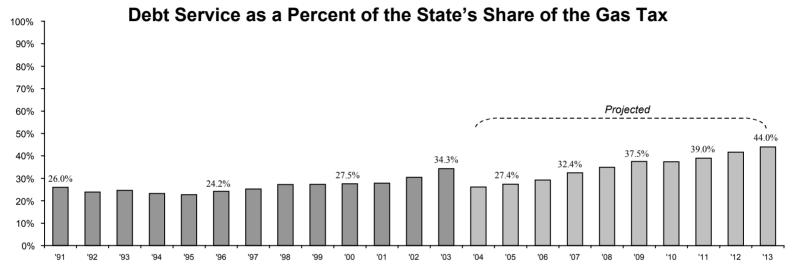
Bond Authorization	Authorized in Statute	Sales as of June 30, 2003	Remaining Authorization as of July 1, 2003	2003-05 Bond Appropriations ESSHB 1163 Chapter 147, Laws of 2003		Projected Remaining Authorization after July 1, 2003*
Referendum 49 RCW 47.10.843	\$1,900,000,000	\$819,631,935	\$1,080,368,065	Highway Improvements (I)	\$ 78,000,000	
110.010	Ψ1,000,000,000	φο το,σο τ,σοσ	\$1,000,000,000	Tacoma Narrows Bridge (I7)	\$ 567,000,000	
				Highway Preservation (P)	\$ 77,700,000	
				WSF Construction (W)	\$ 45,000,000	
				Subtotal - Referendum 49	\$ 767,700,000	\$ 312,668,065
Special Category C RCW 47.10.812	\$330,000,000	\$286,000,000	\$44,000,000	Highway Improvements (I)	\$ 44,000,000	_
Emergency/Emergent RCW 47.10.761 & 47.10.762	\$25,000,000	\$22,150,000	\$2,850,000	Highway Preservation (P)	\$ 2,850,000	-
SB 6062, Section 1 Motor Vehicle Fuel Tax Bonds	\$2,600,000,000	\$0	\$2,600,000,000	Highway Improvements (I)	\$ 280,000,000	\$ 2,320,000,000
SB 6062, Section 7 State General Obligation Bonds	\$349,500,000	\$0	\$349,500,000	WSF Construction (W)	\$ 11,772,000	
	¥= 1-,000,000	Ų.	Ţ = 1 = , 0 = 0 , 0 = 0	Passenger Rail Improvements (Y)	\$ 30,000,000	
				Highways and Local Programs (Z)	\$ 6,000,000	
				Subtotal SB 6062 State GO	\$ 47,772,000	\$ 301,728,000
Total					\$ 1,142,322,000	\$ 2,934,396,065

^{*}Does not include projected re-appropriation of unissued bonds for Tacoma Narrows Bridge currently estimated at \$254 million

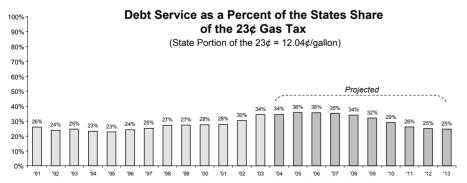
2003-05 planned bond sale: Transportation Bonds (excluding TIB) \$575,322,000, Tacoma Narrows Bridge \$567,000,000, totaling \$1,142,322,000.

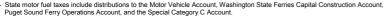
Debt Service as a Percent of Gas Tax

2003 places WSDOT's debt service at a historic high as a percentage of the state's share of gas tax revenues. With the addition of the nickel tax WSDOT will drop back down. However, because the nickel tax is highly leveraged WSDOT once again reaches historic highs by the end of the ten-year period.



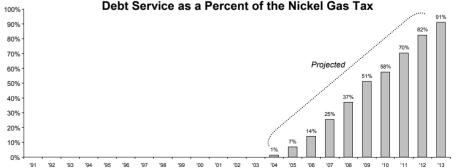
- State motor fuel taxes include distributions to the Motor Vehicle Account, Washington State Ferries Capital Construction Account, Puget Sound Ferry Operations Account, Special Category C Account, and the 2003 Transportation Account.
- Assumes bond sales of \$527.5 in 2003-05, \$570m in 05-07, \$670m in 07-09, \$643m in 09-11, and \$475m in 11-13.
- Excludes debt service on R49 bonds used to finance the Tacoma Narrows Bridge





- Assumes bond sales of \$247.5m in 2003-05, and \$38m in 05-07.





State motor fuel taxes distributed to the 2003 Transportation Account.
 Assumes bond sales of \$280m in 2003-05, \$532m in 05-07, \$670m in 07-09, \$643m in 09-11, and \$475m in 11-13.

Previous Bond Authorizations

	Authorized	Remaining Today
Ferries – Laws of 1992	\$ 210,000,000	-0-
Emergency Emergent – Laws of 1967 (Remaining authorization to be used 2003-05)	\$ 25,000,000	\$ 2,800,000
Special Category C – Laws of 1993 (Remaining authorization to be used 2003 –05)	\$ 330,000,000	\$ 44,000,000
TIB Urban Area Construction – Laws of 1993 (Remaining authorization to be used 2003 –05)	\$ 100,000,000	\$ 24,570,000
Local Program Highway Construction Laws of 1993 (no current plans to use this authorization)	\$ 100,000,000	\$ 75,195,000
Referendum 49 – Laws of 1998 (\$767.7 million to be sold in 2003-05 including TNB)	\$1,900,000,000	\$1,080,368,065

Regional Transportation Investment District

Who is RTID?

Planning Committee

- Council members of King, Pierce and Snohomish Counties
- Secretary of Transportation (non-voting)

Executive Board:

- Snohomish County: Gary
 Nelson (Chair), Dave Gossett
- Pierce County: Calvin Goings, Shawn Bunney
- King County: Dwight Pelz (Vice Chair), Rob McKenna, Cynthia Sullivan,

Voters:

Voter approval for projects and funding

Counties, WSDOT, Transit, & Cities.

What Projects are Eligible?

- Add lane capacity to Highways of Statewide Significance.
- Repair or replace a seismically damaged structure
- Multimodal capital improvements
- Local Arterials

What are the Accountability Requirements?

- Voters approve specific projects and funding levels.
- Specific performance criteria must be considered in choosing projects.
- Projects must be built within 20% of budget cost.
- Report annually on how the District is operating

RTID Funding Options

Regional Funding Package Alternatives

2005-2019 • billions of dollars

Funding levels assume revenue streams bonded*



The District can recommend using the following:

- Sales Tax (0.0 to 0.5%)
- Vehicle License Fee (0 to \$100)
- Motor Vehicle Excise Tax "MVET" (0.0 to 0.3%)
- Tolls on specific highways or bridges
- Local Option Fuel Tax (2.8¢)

Option 1	All Three Counties	King	Pierce	Snohomish
0.3% Sales Tax	5.7	3.5	1.2	1.0
\$75 License Fee	3.7	2.0	0.9	0.7
0.2% MVET	1.1	0.7	0.2	0.2
Total	10.5	6.2	2.3	1.9

Total assumed bond sales: \$7.8 billion

Option 2	All Three Counties	King	Pierce	Snohomish
0.3%, 0.4%, 0.5% Graduated Sales Tax	8.3	5.0	1.8	1.5
\$75 License Fee	3.7	2.1	0.9	0.7
0.2% MVET	1.1	0.7	0.2	0.2
Total	13.2	7.8	3.0	2.4

Total assumed bond sales: \$10.4 billion

Option 3	All Three Counties	King	Pierce	Snohomish
0.5% Sales Tax	9.6	5.8	2.1	1.7
\$75 License Fee	3.7	2.1	0.9	0.7
0.2% MVET	1.1	0.7	0.2	0.2
Total	14.4	8.6	3.2	2.6

Total assumed bond sales: \$10.8 billion

Option 4	All Three Counties	King	Pierce	Snohomish
0.4% Sales Tax	7.7	4.6	1.7	1.3
\$75 License Fee	3.7	2.1	0.9	0.7
0.2 % MVET**	1.1	0.7	0.2	0.2
Total	12.5	7.4	2.8	2.2

Total assumed bond sales: \$9.4 billion

Other Funding Options?

Local Option Gas Tax Increase:

Funding Potential Assumes Revenue Streams are bonded	All Three Counties	King	Pierce	Snohomish
2.8¢ Non-Indexed (bonding level \$0.67 b)	1.1	0.5	0.3	0.3

Totals may not add due to rounding

^{*}Funding levels assume expenditure will occur at the same rate as reflected in June 2003 proposed project lists.

Federal Programs

- TIFIA
- Section 129 Loans
- State Infrastructure Banks
- Federal Matching Funds
- GARVEES

Federal Programs

- TIFIA-Direct loans, lines of credit, and loan guarantees
- Section 129 Loans-Permits states to lend Federal-aid highway funds to eligible projects
- State Infrastructure Banks (SIB)-Revolving fund capitalized with Federal-aid highway funds that provide loans and credit assistance
- Federal Matching Funds-Alternative strategies to meet matching federal funding requirements including Tapered Match and Advance Construction Authority
- Grant Anticipation Revenue Vehicles (GARVEES)-Debt financing with pledge of future Federal-aid

- California
- Colorado
- Massachusetts
- New Jersey
- South Carolina
- Texas
- Virginia

Name San Joaquin Hills Corridor (SJC)

Description New 15-mile limited access toll road from I-5 to I-

405 to relieve congestion on these Interstates in

Orange County

Cost \$831 million

Contract Design-Build

Owner Orange County Transportation Corridor Agency

Financing \$120 million federal line of credit

\$1.1 billion Senior-lien Revenue Bonds \$91 million Junior-lien Revenue Bonds

\$38 million Project Revenue Certificates

\$31 million Advance-funded Development Impact

Fees

\$40 million California Transportation Commission

Grant

\$71 million State and Local Transportation

Partnership Program

\$106 million Interest Earnings

Revenue Tolls

Development Impact Fees

Interest Earnings

Status Opened in 1996

Name Foothills/Eastern Corridor (F/E)

Description New 24 mile limited access toll road connecting

Riverside County's residential areas and Orange County's southeastern suburbs and northern San

Diego County

Cost \$1.03 billion

Contract Design-Build

Owner Orange County Transportation Corridor Agency

Financing \$25 million TE-045 standby construction

contingency line of credit

\$120 million standby federal line of credit \$1.3 billion fixed rate revenue bonds \$246 million variable rate revenue bonds \$41 million California State and Local Transportation Partnership Program

Revenue Tolls

Development Impact Fees

Interest Earnings

Status Opened in 1993

CALIFORNIA

Name SR 91 (Riverside Freeway) Express Lanes

Description Four-lane toll highway in the median of a 10-mile

section of the Riverside Freeway connecting

Orange and Riverside Counties

Cost \$130 million

Contract Franchise. Design-Build-Operate-Maintain-

Finance

Owner Orange County Transportation Corridor Agency

(OCTCA)

Financing \$65 million in 14-year variable rate bank loans

\$35 million in longer term loans (24 years)

\$20 million private equity

\$ 9 million subordinated debt to OCTCA to

purchase previously completed engineering and

environmental work

Revenue Variable Rate Tolls

Status Opened in 1995

Purchased by OCTCA December, 2002

Name I-15 Express Lanes

Description The I-15 Express Lanes are an existing eight-mile,

two-lane, reversible high occupancy toll (HOT) facility in the median of Interstate 15 in San Diego

Cost \$10.2 million

Contract Design-Build-Operate-Maintain

Owner San Diego Association of Governments

Financing \$8 million FHWA grant under Congestion

Pricing Pilot Program

\$2 million SANDAG in-kind match

\$230,000 FTA grant

Revenue Variable-rate tolls

Status Opened in 1996

Proposed 12-mile extension

CALIFORNIA

Name SR 125 South San Miguel Mountain Parkway

Description New 9.5-mile toll road from SR 905 near the

International Border to SR 54 connecting the only commercial port of entry to the regional freeway

system.

Cost \$257 million

Contract Franchise. Design-Build-Maintain-Finance

Owner Caltrans

Financing \$94 million TIFIA loan guarantee

\$33 million TIFIA line of credit

\$132 million federal and local funding

Revenue Tolls

Status Begin design/construction 2002

Completion 2005

CALIFORNIA

Name E-470 PHA Toll Road

Description New 47-mile toll road along the eastern edge of the

Denver metro area linking major arterials and new

Denver International Airport

Cost \$1.2 billion

Contract Design-Build-Finance

Owner E-470 Public Highway Authority

Financing Revenue Bonds

Revenue Tolls

Vehicle Registration Fees

Highway expansion impact fees on adjacent

properties

Lease revenues from cellular towers

Easement permit fees

Status Segment I opened in 1991

Segment IV completed in January 2003.

Name Northwest Parkway PHA

Description New 11-mile toll road connecting E-470 and the

Boulder Highway around the northwest section of

the metro area

Cost \$243 million

Contract Design-Build-Finance

Owner Northwest Parkway Public Highway Authority

Financing \$417 million Tax-exempt revenue bonds

\$.7 million CDOT

Revenue Tolls

Status Completion in late 2003

COLORADO

Name Transportation Expansion Project (T-REX)

Description Widen 17 miles of I-25/I-225 and construct a 19

mile Light Rail Transit (LRT) line extension along the west side of I-25 and median of I-225 linking the Denver Central Business District with the Southeast

Business District, the two largest employment

centers in the region

Cost \$1.7 billion

Contract Design-Build

Owner DOT/RTD

Financing Transit

\$525 million FTA grant \$30 million local funds

\$324 million bonds backed by future local sales tax

revenues <u>Highway</u>

\$680 million GARVEE bonds of future federal

allocations

\$115 million state sales and use tax revenue

Status Completion of all phases in 2006

COLORADO

Name Route 3 North

Description Improvements to existing 21-mile corridor from

Boston to the New Hampshire border

Cost \$385 million

Contract Design-Build-Maintain-Finance

Owner DOT

Financing \$385 million tax-exempt revenue bonds through

63-20 Not For Profit Corporation

Revenue Surface, Sub-surface, and fiber optic rights

Annual appropriation from Legislature Construction and lease of service plaza

Development of adjacent land

Status Completion Spring 2004

Name Atlantic City/Brigantine Connector

Description 2.2-mile highway with a 2,200-foot tunnel

connecting Atlantic City Expressway to the north end of Atlantic City and resort city of Brigantine

Cost \$330 million

Contract Design-Build

Owner DOT

Financing \$125 million South Jersey Transportation Authority

bond sales

\$95 million State Transportation Trust Fund

\$110 million Mirage Resorts

Revenue Casino Parking Fees

Atlantic City Expressway Tolls

Status Completed 2001

NEW JERSEY

Southern Connector Name 27 in 7 Peak Performance Name

Cost Description 16-mile toll road bypass of Greenville between \$5.3 billion

I-895 and I-385

Design-Build Contract

Status

To be completed in 2006

Cost \$191 million Owner DOT

Contract Design-Build-Finance Joint Development Financing

\$2.6 billion SIB bonds Agreement \$620 million MPO bonds

\$620 million Council of Governments bonds Connector 2000 Association Owner

\$310 million Interstate Improvement Program

Financing \$200 million tax-exempt bonds sold by 63-20 bonds

\$450 million System/Intermodal Connectivity corporation

\$700 million Anticipated Additional TEA-21 \$66 million in senior current interest bonds **Funding**

\$87 million in rated senior capital appreciation

\$215 million TIFIA loan bonds

\$47 million in unrated subordinate capital appreciation bonds Revenue Tolls

\$66 million State General Fund one-time source of \$ 5 million TIFIA support

> capitalization \$18 million state funding

\$22 million annually share state gasoline tax

\$53 million annually truck registration fees Revenue Tolls Local hospitality fees

Federal Capitalization funds Opened 2001 Status

SOUTH CAROLINA

Central Texas Turnpike President George Bush Turnpike Name Name

Description New 122-mile turnpike in four distinct, but Description New 26-mile turnpike connecting Dallas to northern

interconnected phases from Austin to San Antonio suburbs

\$480 million SH45 Cost \$531 million Cost

> \$125 million Loop 1 \$190 million US 183A Design-Bid-Build Contract \$917 million SH 130

DOT/North Texas Turnpike Authority Owner Design-Build for Loop 1 and SH45

Exclusive Development Agreement for SH130 Financing \$308 million TTA Revenue Bonds

\$67 million Interest Earnings and US 183A

\$20 million NTTA Capital Improvement Fund

\$135 million Section 129 Loans Owner DOT/Texas Turnpike Authority

\$39 million local right-of-way donations Financing \$917 million TIFIA direct loan

\$700 million Texas Transportation Commission Revenue Tolls

\$1.7 billion Texas Turnpike Authority Bonds

Construction to start later this year

1st Phase schedule to open in 2007

Contract

Status

Twenty-one miles are open. The remaining five Status Revenue Tolls

miles to open in 2006.

TEXAS

Name Dulles Greenway Name Pocahontas Parkway/I-895 Connector

Description New 14-mile private toll road extension of Dulles Description New 8.8-mile toll road connecting I-95 and I-29 near

Toll Road connecting Leesburg to the Dulles Airport Richmond International Airport, including a high-

area level bridge over the James River

Cost \$350 million Cost \$324 million

Contract Design-Build-Operate Contract Design-Build-Finance

Owner Toll Road Investors Partnership (TRIP II) Owner DOT

Financing 1999 Refinancing Financing \$297 million in tax exempt revenue bonds sold by

Bonds issued to satisfy all previous note 63-20 corporation

agreements and all other outstanding agreements \$ 9 million in federal funds for design costs

\$35 million of current pay interest only bonds \$18 million in SIB loans

\$297 million zero coupon bonds maturing in 2003 and 2005 with blended interest rate of 7% Revenue Tolls

Revenue Tolls Status Completed 2002

Status Opened in 1995

VIRGINIA